

Message Text

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FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 9336

INFO AMCONSUL LENINGRAD

C O N F I D E N T I A L SECTION 1 OF 3 MOSCOW 15390

EO 11652: GDS

TAGS: CVIS CGEN CSCE PFOR UR US

SUBJECT: CONSULAR REVIEW TALKS - FIRST ROUND EVALUATION AND
SECOND ROUND STRATEGY

REF: 75 MOSCOW 10753, MOSCOW 13077, MOSCOW 13232, MOSCOW 13495,
MOSCOW 13544, MOSCOW 13919, STATE 213885, STATE 218090,
STATE 216931, STATE 218199, STATE 227639, STATE 213755, STATE
231327

1. SUMMARY -- THE RECENTLY CONCLUDED FIRST ROUND OF
THE US/USSR BILATERAL CONSULAR REVIEW IN MOSCOW WAS
CHARACTERIZED BY A BUSINESSLIKE SOVIET APPROACH WHICH
GIVES RISE TO SOME EXPECTATION OF MUTUALLY FAVORABLE
RESOLUTION OF SEVERAL AGENDA ITEMS. THE ATTENDANCE AT
EVERY SESSION AND OBVIOUS CAREFUL PREPARATION OF MFA
CONSULAR ADMINISTRATION DEPUTY CHIEF N.G. REZNICHENKO AND
A LARGE SOVIET DELEGATION DEMONSTRATES THE IMPORTANCE ATTACHED
TO THE TALKS BY THE SOVIET SIDE. THE TALKS WERE ORIGINALLY
PROPOSED BY SOVIET SIDE (75 MOSCOW 10753), AND REZNICHENKO
AND HIS COLLEAGUES PRESENTED CONCRETE - NON-POLEMICAL
PROPOSALS ON EACH OF THEIR NINE AGENDA ITEMS. THE LAST
OF FIVE WORKING SESSIONS OF THE FIRST ROUND (MOSCOW 13077,
13232, 13495, 13544 AND 13919) CONCLUDED SEPTEMBER 1 WITH
AGREEMENT THAT EACH SIDE WOULD REVIEW PROPOSALS MADE BY
OTHER SIDE WITH A VIEW TO RESUMING THE TALKS WHEN ALL
SUCH REVIEWS ARE COMPLETED. EMBASSY BELIEVES THAT BEST
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USG NEGOTIATION STRATEGY FOR PROJECTED SECOND ROUND OF
CONSULAR REVIEW TALKS WOULD BE TO EMPHASIZE THOSE AGENDA

ITEMS IN WHICH EARLY AGREEMENT APPEARS POSSIBLE WHILE
CONTINUING THE DIALOGUE BEGUN ON MORE DIFFICULT POINTS.
END SUMMARY.

2. WITH CONCLUSION OF FIRST ROUND OF CONSULAR REVIEW
TALKS, EMBASSY WISHES TO NOTE INVALUABLE ASSISTANCE GIVEN
TO ITS NEGOTIATING TEAM BY EXCELLENT BACKGROUND PAPERS
AND ONGOING SUPPORT PROVIDED BY DEPARTMENT. TALKING
POINTS DEVELOPED BY DEPARTMENT PROVIDED EMBASSY NEGOTIATORS
WITH EASILY PRESENTABLE USG POSITIONS ON BOTH SIDES'
AGENDA ITEMS. THEY WERE CLEARLY PRODUCT OF PURPOSEFUL
RESEARCH AS WELL AS MUCH LEGWORK AND SENSITIVE, TIME-CONSUMING
COORDINATION WITH OTHER AGENCIES TO PRODUCE GOVERNMENT-WIDE
POSITIONS. DOCUMENTARY REFERENCES LIBERALLY SUPPLIED BY DEPARTMENT
ENABLED NEGOTIATORS TO SUBMIT PACKAGES OF SUPPORTING
MATERIAL ON MOST AGENDA ITEMS TO SOVIET SIDE, WHICH MADE
VISIBLE IMPRESSION ON LATTER. EMBASSY BELIEVES THAT
DEPARTMENT STAFF BACKSTOPPING THE TALKS HAS CLEARLY PER-
FORMED OUTSTANDINGLY AND COMMENDS IT FOR HIGH QUALITY AND
THOROUGHNESS OF END PRODUCT.

3. A NUMBER OF PROPOSALS ADVANCED BY EACH SIDE MET WITH
A FAVORABLE PRELIMINARY RESPONSE BY THE OTHER SIDE INDICATING
THAT PROGRESS CAN BE MADE ON THESE ISSUES DURING A FOLLOW-
UP ROUND OF CONSULAR TALKS. SOVIET PROPOSALS ON
WHICH INITIAL USG REACTION WAS AT LEAST PARTIALLY
FAVORABLE ARE:

(A) PERIODS FOR ISSUANCE OF VISAS TO VARIOUS
CATEGORIES OF CITIZENS OF THE USSR AND US -- DEPARTMENT'S
AUTHORIZATION TO EXTEND 5-DAY RULE TO CONGENS AND
ACCEPT OTHER SOVIET PROPOSALS (MOSCOW 13077) FOR VISA
PROCESSING TIMES AS TARGETS FOR FUTURE IMPLEMENTATIONS
(STATE 213885) MAY BE SUFFICIENT TO ELICIT POSITIVE
SOVIET RESPONSE IN OTHER ISSUE AREAS, ALTHOUGH MFA
CAN BE EXPECTED TO BE SKEPTICAL OF THE CONCRETE VALUE
OF TARGETS FOR FUTURE IMPLEMENTATIONS.

(B) TRANSIT OF SOVIET AIR PASSENGERS THROUGH
US TERRITORY -- DEPARTMENT'S PROPOSAL TO ISSUE TRANSIT
VISAS IN THREE WORKING DAYS (STATE 213885) WILL PROBABLY
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SATISFY MINIMUM SOVIET OBJECTIVES. EMBASSY ALSO PLANS
TO EXPEDITE VISA ISSUANCE IN TRANSIT CASES THROUGH
INCREASED USE OF LOCALLY OBTAINED (VIENNA) WAIVERS
AS SOON AS ENVISAGED MAG TYPEWRITER CAPABILITY BECOMES
AVAILABLE (THE TYPEWRITER WILL PRODUCE BOTH TELEGRAPHIC TEXT
AND BOND PAPER COPIES OF WAIVER REQUESTS FOR INS VIENNA
USE THROUGH SINGLE TYPING EFFORT). WHILE SOVIET SIDE
WILL NOT ACHIEVE ITS MAXIMUM GOAL OF TRWOV (MOSCOW 13077),
THESE MEASURES SHOULD LARGELY ELIMINATE PROBLEM ABOUT
WHICH SOVIETS EXPRESSED GREAT CONCERN.

(C) ENTRY/EXIT WITHOUT VISAS OF PAN AM AND AEROFLOT CREWMEMBERS -- US PROPOSAL (MOSCOW 13232, STATE 218090) THAT AN INCREASED NUMBER OF PAN AM AND AEROFLOT CREWMEMBERS BE ISSUED LONG-TERM MULTIPLE ENTRY VISAS HAS BEEN PREVIOUSLY SUGGESTED TO MFA, AND REZNICHENKO'S POSITIVE RECEPTION OF US ALTERNATIVE (MOSCOW 13232) INDICATED THAT INCREASED VISA ISSUANCE MIGHT SERVE AS THE SOLUTION TO THE PROBLEM.

(D) ISSUANCE OF VISAS IN SOVIET DIPLOMATIC PASSPORTS --AMEMBASSY BELIEVES SOVIET PROPOSAL (MOSCOW 13495) THAT USG ISSUE ONLY DIPLOMATIC VISAS IN SOVIET DIPLOMATIC PASSPORTS ARISES PRIMARILY FROM SEVERAL INSTANCES IN PAST WHEN CHAIRMEN OF USSR STATE COMMITTEES RECEIVED B-1 RATHER THAN "A" VISAS. WHILE US VISA SYSTEM PRECLUDES SOLUTION ALONG LINES PROPOSED BY SOVIETS (STATE 216931), WE BELIEVE THAT DEPARTMENT'S EXTENSION OF VISA CATEGORIES AND COURTESIES EQUIVALENT TO THOSE AFFORDED USSR MINISTERS TO CHAIRMEN OF USSR STATE COMMITTEES WILL SATISFY MINIMUM SOVIET OBJECTIVES. EMBASSY NOTES THAT DIPLOMATIC PASSPORT OR EQUIVALENT IS PREREQUISITE FOR ISSUANCE OF US DIPLOMATIC VISA PER 9 FAM 22 CFR 41.102(A). SINCE THIS APPEARS TO CONTRADICT PARENTHETICAL COMMENT PARA 2 STATE 216931, EMBASSY WOULD APPRECIATE ADDITIONAL CLARIFICATION OF THIS POINT.

4. US SIDE ALSO PRESENTED SEVERAL PROPOSALS WHICH EVOKED A RELATIVELY POSITIVE SOVIET RESPONSE INDICATING THAT PROGRESS MAY BE POSSIBLE.

(A) POINTS-OF-ENTRY AUTHORIZED FOR OFFICIAL PERSONNEL-- ALTHOUGH SOVIET SIDE EXPRESSED PREFERENCE FOR ENTRY/ CONFIDENTIAL
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EXIT AT ALL POINTS OPEN TO FOREIGNERS (MOSCOW 13232), EMBASSY BELIEVES THAT UNCHANGED US OFFER OF TEN POINTS (STATE 218090) MAY GAIN ACCEPTANCE IN RETURN FOR OTHER CONCESSIONS. IN FURTHER DISCUSSIONS OF THIS ISSUE EMBASSY INTENDS TO REMIND SOVIET SIDE THAT US VISA PRACTICE DOES NOT LIMIT EXIT POINTS FOR SOVIET OFFICIALS AND THAT UNOFFICIAL SOVIETS (I.E. SPLEX/BUSVIS) ARE PERMITTED ENTRY/EXIT FROM ANY PART IN OPEN AREAS SUBJECT ONLY TO ADVANCE NOTIFICATION (STATE 218090).

(B) MULTIPLE ENTRY/EXIT VISAS FOR BUSINESSMEN AND LONG-TERM EXCHANGEES -- DESPITE REZNICHENKO'S

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TO SECSTATE WASHDC 9337

INFO AMCONSUL LENINGRAD

C O N F I D E N T I A L SECTION 2 OF 3 MOSCOW 15390

RESERVATIONS ON GROUNDS THAT SOVIET "BUSINESSMEN" HAVE NOT EXPRESSED INTEREST IN MULTIPLE ENTRY/EXIT VISAS (MOSCOW 13077) AND SOVIET PREFERENCE THAT ITS EXCHANGEES "STUDY RATHER THAN TRAVEL". WE BELIEVE THAT SOVIET SIDE MAY BE PREPARED TO GRANT CONCESSIONS IN RETURN FOR OUR CONCESSIONS IN OTHER AREAS. SOVIET SIDE INDICATED IT MAY BE PREPARED TO GRANT LONG-TERM EXCHANGEES SINGLE EXIT VISA VALID FOR DURATION OF STAY, WHICH WAS FALLBACK US OBJECTIVE. REZNICHENKO GROUP APPEARED WILLING TO CONSIDER GIVING SAME MULTIPLE ENTRY/EXIT VISA PRIVILEGES TO THIRD COUNTRY REPS OF ACCREDITED US BUSINESS OFFICES AS TO AMERICANS IN SAME CAPACITY, ALTHOUGH SOVIET (AS WELL AS US) VISA CATEGORIES AND PRIVILEGES ARE NORMALLY DETERMINED BY CITIZENSHIP OF RECIPIENT.

(C) SUBMISSION TO EMBASSY OF ADDITIONAL INFO ON VISA APPLICATIONS BY MFA--ALTHOUGH REZNICHENKO INITIALLY FOUND US PROPOSAL INCONSISTENT WITH CSCE (MOSCOW 13544), SOVIET SIDE MAY BE WILLING TO PROVIDE EMBASSY WITH REQUIRED INFORMATION IF THIS REQUEST IS CLOSELY LINKED WITH US EFFORTS TO EXPEDITE VISA PROCESSING TIMES. REPRESENTATIVES OF SEVERAL SOVIET ORGANIZATIONS INVOLVED IN US/USSR EXCHANGES HAVE INDICATED THEIR WILLINGNESS TO FURNISH MFA WITH MORE COMPLETE INFORMATION (I.E. NUMBERING SYSTEM FOR US/USSR SPECIALIZED COOPERATIVE AGREEMENTS IF SUCH PROCEDURES WILL EXPEDITE US VISA ISSUANCE.

5. IN SEVERAL CASES, US AND SOVIET PROPOSALS EVOKED

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NEGATIVE INITIAL REACTIONS WHICH INDICATE THAT PROGRESS

ON RESOLUTION OF THESE ISSUES IS HIGHLY UNLIKELY IN THE ENVISAGED FOLLOW-UP ROUND OF THE CONSULAR TALKS.

SOVIET AGENDA ITEMS OF THIS TYPE WERE:

(A) DELIVERY OF DIPLOMATIC POUCH TO THE CONSULATE GENERAL IN SAN FRANCISCO -- AS DEPARTMENT POINTED OUT (STATE 216931), SOVIET COMPLAINTS THAT DIPLOMATIC COURIERS ARE SUBJECTED TO CHECK BY METAL DETECTION DEVICE AT SAN FRANCISCO AIRPORT (MOSCOW 13495) ARE UNLIKELY TO BE RESOLVED SINCE AIRPORT AUTHORITIES ARE FOLLOWING EXISTING FAA REGULATIONS. DURING FINAL SESSION OF FIRST ROUND, AMERICAN SIDE CLARIFIED FOR RECORD THAT METAL DETECTION DEVICES UNDER DISCUSSION ARE NOT RPT NOT X-RAYS.

(B) ABOUT ISSUANCE OF VISAS TO AMTORG PERSONNEL -- EMBASSY AND DEPARTMENT (MOSCOW 13544, STATE 218199) HAVE POINTED OUT IMPOSSIBILITY OF RETURN TO "GOOD OLD DAYS" WHEN AMTORG PERSONNEL RECEIVED "A" VISAS SINCE "L" VISA PROCEDURES ARE REQUIREMENTS OF US VISA LAW. WHILE WE APPRECIATE INS NEW YORK EFFORTS TO EXPEDITE PROCESSING BY ADDING MORE PERSONNEL, SOVIET SIDE IS UNLIKELY TO CONSIDER PROBLEM RESOLVED UNLESS "L" VISAS ARE ISSUED AS QUICKLY AS WERE "A" AND "B" VISAS IN THE PAST.

(C) TAXATION - EMBASSY APPRECIATES DEPARTMENT'S EFFORTS TO PURSUE QUESTION OF TAX EXEMPTION WITH STATE OF CALIFORNIA (STATE 218199), BUT IT APPEARS UNLIKELY THAT SUFFICIENT PROGRESS CAN BE MADE FOR THIS ISSUE TO BE USEFULLY ADDRESSED IN INITIAL FOLLOW-UP STAGE OF CONSULAR TALKS. IN THIS CONNECTION, WE NOTE THAT OFFICIAL US PERSONNEL IN USSR ARE SUBJECT TO A WIDE VARIETY OF "SERVICE CHARGES" IN CONNECTION WITH PURCHASE OF GASOLINE, UPDK TRAVEL AND SHIPPING SERVICES AND OTHER SERVICES IN WHICH SOVIET GOVERNMENT HOLDS EFFECTIVE MONOPOLY. WHILE THESE CHARGES ARE NOT CALLED TAXES, THEY AMOUNT TO TAXATION SINCE HIGHER PRICES CHARGED US AND OTHER FOREIGN OFFICIAL PERSONNEL IN SOME MEASURE SUBSIDIZE LOWER PRICES TO SOVIET CITIZENS FOR SIMILAR SERVICES. MOREOVER, MANY OF THESE "SERVICES" ARE UNWANTED I.E. RESERVATION CHARGES, SURCHARGES ON BILLS OF LADING ETC. EMBASSY SUGGESTS THAT WE BRING THIS SITUATION TO ATTENTION OF SOVIET SIDE IN FOLLOW-UP ROUND.

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KD) ABOUT THE STATUS OF MEMBERS OF FAMILIES OF ADMINISTRATIVE-TECHNICAL PERSONNEL OF SOVIET REPRESENTATIONS IN US - EMBASSY WILL RESERVE JUDGMENT ON THIS ISSUE PENDING RECEIPT OF FURTHER GUIDANCE (STATE 227639). EMBASSY NOTES, HOWEVER, THAT USC 252-254 HAS NOT BEEN REPEALED (STATE 213755), AND WE ASSUME THAT, IN ABSENCE OF ADDITIONAL ENABLING LEGISLATION, IMMUNITIES CANNOT BE GRANTED TO FAMILIES OF SOVIET ADMINISTRATIVE-TECHNICAL PERSONNEL IN US.

(E) ABOUT THE CITIZENSHIP OF CHILDREN BORN IN US TO FAMILIES OF ASSIGNED SOVIET PERSONNEL - SINCE RENUNCIATION OF CITIZENSHIP APPEARS TO BE THE ONLY SOLUTION TO THIS PROBLEM (STATE 231327), EMBASSY BELIEVES THAT DISCUSSION IN THE SECOND ROUND SHOULD BE AVOIDED IF POSSIBLE. ISSUE DID NOT APPEAR TO BE HIGH PRIORITY ONE FOR SOVIET SIDE IN VIEW OF DEPARTMENT'S DECISION TO PERMIT RE-ENTRY OF SUCH PERSONS WITHOUT VISAS (MOSCOW 13919).

6. SOVIET SIDE ALSO REACTED NEGATIVELY TO THE FOLLOWING US PROPOSALS INDICATING THAT LITTLE PROGRESS CAN BE EXPECTED IN A FOLLOW-UP ROUND OF CONSULAR TALKS.

(A) CONTACT WITH AMERICAN CITIZENS TEMPORARILY DETAINED- SOVIET SIDE REFUSED EVEN TO ACKNOWLEDGE EXISTENCE OF A PROBLEM REQUIRING SOLUTION (MOSCOW 13495).

(B) ACCESS TO THE EMBASSY - SOVIET SIDE SIMILARLY DID NOT RECOGNIZE EXISTENCE OF A PROBLEM IN THIS AREA CITING SOVIET RESPONSIBILITIES UNDER VIENNA CONVENTION TO PROTECT EMBASSY AND ITS PERSONNEL. (ON THE OTHER HAND, SOVIET OFFICIAL INVOLVED IN SEVERAL US/USSR SPECIALIZED AGREEMENTS HAS RECOGNIZED THE ACCESS PROBLEM AND INDICATED WILLINGNESS TO ASSIST IN HIS SPHERE PER SEPTTEL).

(C) CONSULAR IMPLICATIONS OF THE FINAL ACT OF THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE-

REZNICHENKO PREDICTABLY TOOK FAMILIAR SOVIET LINE EMPHASIZING NECESSITY TO IMPLEMENT ALL CSCE PROVISIONS FULLY AND SIMULTANEOUSLY (MOSCOW 13919). PROSPECTS FOR REAL PROGRESS ON THIS POLITICALLY SENSITIVE ISSUE IN CONTEXT OF CONSULAR TALKS APPEAR DIM SINCE SOVIETS ARE LIKELY TO RECITE THEIR OWN FIGURES ON SOVIET FULFILLMENT OF BASKET III PROVISIONS WHILE CRITICIZING US ON ISSUES UNRELATED TO THE CONSULAR TALKS (WESTERN CONFIDENTIAL

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RADIOS, ETC). NEVERTHELESS, EMBASSY BELIEVES THAT OVERRIDING IMPORTANCE OF FAMILY REUNIFICATION AND OTHER REFUSALS IN EXIT VISA CASES, REQUIRES THAT US SIDE KEEP THIS ITEM ON THE RECORD AND RAISE IT AGAIN IN LATER STAGES OF CONSULAR TALKS.

7. EMBASSY BELIEVES THAT BEST USG NEGOTIATING STRATEGY FOR PROJECTED SECOND ROUND OF CONSULAR REVIEW TALKS WOULD BE TO EMPHASIZE THOSE AGENDA ITEMS IN WHICH EARLY AGREEMENT APPEARS POSSIBLE WHILE CONTINUING THE DIALOGUE BEGUN ON MORE DIFFICULT POINTS. AMONG AGENDA ITEMS WHERE EARLY AGREEMENT SEEMS POSSIBLE, US CONCESSIONS OF MAXIMUM INTEREST TO SOVIET SIDE APPEAR TO BE REDUCTIONS IN PROCESSING TIME FOR US VISAS ISSUED TO SOVIETS AND FACILITATION OF TRANSIT OF SOVIET CITIZENS THROUGH US

(TREATMENT TRANSIT PROBLEM AS SEPARATE AGENDA ITEM INDICATES ITS IMPORTANCE TO SOVIET SIDE). POSSIBLE SOVIET CONCESSIONS OF EQUIVALENT IMPORTANCE WHICH MIGHT BE FORTHCOMING IN SECOND ROUND ARE MULTIPLE ENTRY EXIT VISAS FOR BUSINESSMEN AND LONG-TERM EXCHANGEES AND

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C O N F I D E N T I A L FINAL SECTION OF 3 MOSCOW 15390

OPENING OF ADDITIONAL ENTRY/EXIT POINTS FOR OFFICIAL TRAVELERS. US AGREEMENT TO PLACE "A" VISAS IN DIPLOMATIC PASSPORTS OF CHAIRMEN OF USSR STATE COMMITTEES WOULD BE A LESS IMPORTANT CONCESSION AS WOULD SOVIET AGREEMENT TO PROVIDE MORE ACCURATE AND COMPLETE INFORMATION ON VISA REQUESTS. AN AGREEMENT TO INCREASE THE NUMBER OF AEROFLOT AND PAN AM CREWMENBERS HOLDING LONG-TERM MULTIPLE ENTRY/EXIT VISAS WOULD BE EQUALLY BENEFICIAL TO BOTH SIDES, ALTHOUGH SOVIET SIDE WOULD PREFER ENTRY/EXIT WITHOUT VISA.

8. EMBASSY, THEREFORE, RECOMMENDS THAT THE FOLLOWING PACKAGE OF PROPOSALS BE PRESENTED TO THE SOVIET SIDE IN THE SECOND ROUND OF CONSULAR TALKS:
(A) EMBASSY MOSCOW AND USSR MFA WILL EXCHANGE NOTES CALLING FOR RECIPROCAL ISSUANCE OF MULTIPLE ENTRY/EXIT VISAS TO ALL RESIDENT BUSINESSMEN PERMANENTLY ASSIGNED TO ACCREDITED BUSINESS OFFICES OF ONE COUNTRY IN THE OTHER COUNTRY AND TO ALL PARTICIPANTS IN EXCHANGE PROGRAMS OF MORE THAN ONE MONTH DURATION. VISAS ISSUED TO BUSINESSMEN WOULD BE VALID FOR ONE YEAR WHILE VISAS ISSUED TO LONG-TERM EXCHANGEES WOULD

BE VALID FOR THE DURATION OF THEIR PARTICIPATION IN THE EXCHANGE PROGRAM.

(B) EMBASSY MOSCOW AND USSR MFA WILL EXCHANGE NOTES EXTENDING 3-5 DAY RULE FOR VISA ISSUANCE TO PERSONS ASSIGNED TO CONSULATES GENERAL OF ONE COUNTRY IN THE
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OTHER COUNTRY. IN ADDITION, EMBASSY WILL VERBALLY INFORM MFA OF US INTENTION TO VIEW VISA PROCESSING TIMES SUGGESTED BY SOVIET SIDE AS TARGETS FOR FUTURE IMPLEMENTATION. EMBASSY WILL ALSO VERBALLY RE-EMPHASIZE THAT COMPLETENESS AND TIMELINESS OF INFORMATION INCLUDED ON SOVIET VISA APPLICATIONS WILL HAVE AN IMPORTANT BEARING ON THE EXTENT TO WHICH THESE VISA PROCESSING TARGETS CAN BE MET.

(C) EMBASSY AND MFA WILL EXCHANGE NOTES AGREEING TO ISSUE VISAS WITHIN THREE DAYS FOR IMMEDIATE AND CONTINUOUS TRANSIT OF CITIZENS OF ONE COUNTRY THROUGH DESIGNATED POES ON THE TERRITORY OF THE OTHER.

(D) EMBASSY AND MFA WILL EXCHANGE NOTES AGREEING TO PERMIT ENTRY/EXIT OF OFFICIAL PERSONNEL AT TEN POINTS IN EACH COUNTRY AS PROPOSED BY US SIDE
(MOSCOW 13232).

(E) EMBASSY WILL PRESENT NON-PAPER TO SOVIET SIDE STATING THAT, IN THE FUTURE, CHAIRMEN OF USSR STATE COMMITTEES LISTED STATE 216931 WILL RECEIVE THE SAME VISA CATEGORIES AND COURTESIES AS HAVE PREVIOUSLY BEEN AFFORDED USSR MINISTERS AND DEPUTY MINISTERS.

(F) EMBASSY WILL VERBALLY INFORM MFA OF OUR WILLINGNESS TO ISSUE LONG-TERM MULTIPLE ENTRY/EXIT VISAS TO UP TO 1000 AEROFLOT CREWMEMBERS INCLUDED ON A LIST TO BE PRESENTED TO THE EMBASSY BY MFA. VISAS WILL BE ISSUED IN GROUPS AT REASONABLE INTERVALS TO BE ARRANGED AT WORKING LEVEL. SOVIET EMBASSY IN WASHINGTON WILL BE INSTRUCTED BY MFA TO ISSUE A SIMILAR NUMBER OF SUCH VISAS TO A SIMILAR NUMBER OF CREWMEMBERS AFTER PRESENTATION OF AN INITIAL LIST OF 1000 CREWMEN BY THE DEPARTMENT OF STATE TO THE SOVIET EMBASSY. AFTER INITIAL 1000 VISAS ARE ISSUED BY EACH SIDE, FUTURE REQUESTS FOR CREWMEMBER VISAS WILL BE PROCESSED IN THE NORMAL MANNER FOR SUCH REQUESTS.

9. MFA MAY NOT AGREE TO IMPLEMENT ALL ABOVE ACTIONS SIMULTANEOUSLY AND US SIDE MUST BE CAREFUL TO ENSURE THAT EACH US CONCESSION IS MATCHED BY AN EQUIVALENT SOVIET CONCESSION. MOREOVER, SUBSEQUENT STAGES OF THE TALKS WILL BE EVEN MORE DIFFICULT AS MORE COMPLEX AND LESS TRACTABLE ISSUES, SUCH AS THOSE OUTLINED
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PARAS 5 AND 6 ABOVE, MUST BE ADDRESSED. NEVERTHELESS,
THE RELATIVELY SUCCESSFUL FIRST ROUND OF THE CONSULAR
REVIEW TALKS MAY HAVE CREATED THE CONDITIONS
NECESSARY FOR RESOLUTION OF SEVERAL IMPORTANT BILATERAL
PROBLEMS, AND WE BELIEVE THAT USG STRATEGY FOR FOLLOW-UP
ROUND SHOULD SEEK TO MAKE THE MOST OF THIS MOMENTUM.
DEPARTMENT'S COMMENTS AND GUIDANCE REQUESTED.
MATLOCK

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